

LB
2329.5
.J8
E38
1962b

State of Iowa

1962

DAVID H. BECHTEL

EDUCATION BEYOND HIGH-SCHOOL AGE *The Community College*

Summary Report

TWO-YEAR
GENERAL or
COLLEGE
TRANSFER

VOCATIONAL
AND
TECHNICAL
EDUCATION

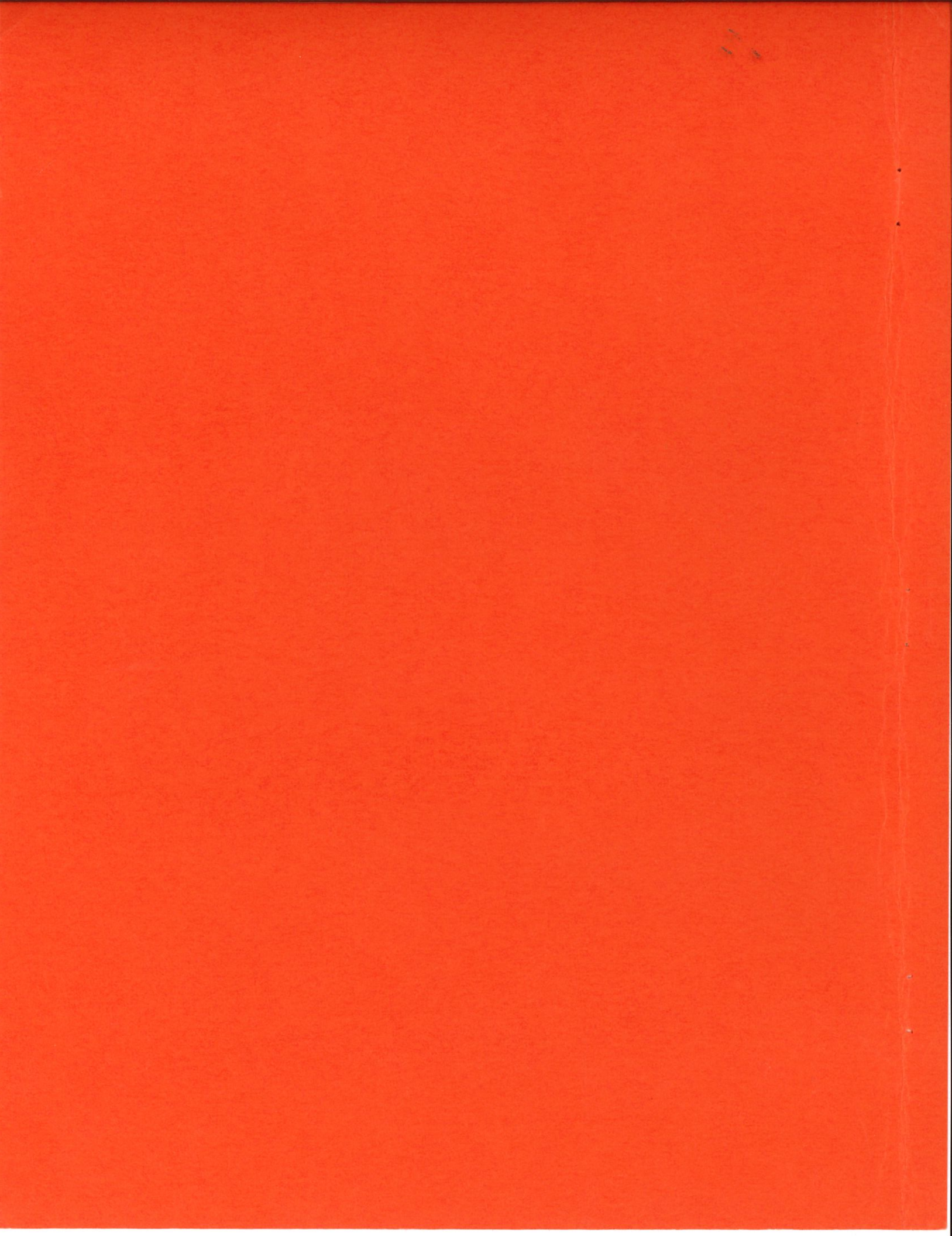


IN-SERVICE
TRAINING &
RETRAINING
OF WORKERS

GUIDANCE &
COUNSELING
FUNCTIONS

COMMUNITY
SERVICES

3-934
A



State of Iowa
1962

EDUCATION BEYOND HIGH-SCHOOL AGE
THE COMMUNITY COLLEGE

A Summary Report

Issued by
Iowa State Department of Public Instruction

Published by the
State of Iowa
Des Moines

STATE BOARD OF PUBLIC INSTRUCTION

HARRY M. REED, Waterloo (President)
STERLING B. MARTIN, Melrose (Vice President)
C. W. ANTES, West Union
DELMAR F. BUSSE, Oakland
SHERMAN W. HIRSCHLER, Fairfield
C. E. JUDD, Thompson
LESTER MENKE, Calumet
MRS. JAMES SHANNAHAN, Des Moines
MRS. OTHA D. WEARTIN, Hastings

DEPARTMENT OF PUBLIC INSTRUCTION
ADMINISTRATION

PAUL F. JOHNSTON, Superintendent of Public Instruction
and Executive Officer of State Board of Public Instruction
W. DALE CHISMORE, Assistant Superintendent--Instruction
W. T. EDGREN, Assistant Superintendent--Administration

STATEMENT OF STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

The information contained in this publication is a summary of the total report developed by the Department of Public Instruction and submitted to the Iowa Legislature in December, 1962, in compliance with the directives of House Resolution 6 of the Fifty-ninth General Assembly.* While not containing the detailed supporting information of the total report, this summary contains the basic recommendations proposed for legislative action.

The concept of creating area education districts to provide intermediate functions and services more economically and effectively than are presently being done by our county office and to also function as the legal framework for the development of a statewide system of community colleges, is new to the public educational structure of this state. The laws governing our existing community or junior colleges and our county (intermediate) school system are severely limiting in terms of their adaptability for meeting present and future educational needs. It is apparent that if Iowa is to continue to provide a strong system of public education, major revisions in these laws will be necessary.

The proposals of this report provide for the logical, efficient, and effective development of such legislation. It is realized that these proposals require significant changes from our present pattern of providing these services and programs. Such changes will be of concern and even temporary discomfort to many individuals, organizations, and institutions because of their responsibilities and interests in specific segments of our present total structure for education within the state, both public and private. While remaining sensitive to these individual concerns, the state must also be aware of its educational responsibilities for all its people and for serving them as citizens of the total state.

Iowa cannot delay another two years in facing the decisions required to meet the challenge of providing a total (elementary, secondary, intermediate, and post-high-school) system of public education. It is hoped that this report will provide not only the methodology but also the stimulus for the passage of sound legislation for the improvement of two specific segments of this system during the Sixtieth General Assembly.

PAUL F. JOHNSTON
State Superintendent of Public Instruction

*The complete report entitled Education Beyond High-School Age: The Community College is available from the Department of Public Instruction upon individual request as long as the supply lasts.

The Commission has the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the proposed extension of the public domain in the State of New York. The Commission has the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the proposed extension of the public domain in the State of New York.

The Commission has the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the proposed extension of the public domain in the State of New York. The Commission has the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the proposed extension of the public domain in the State of New York.

The Commission has the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the proposed extension of the public domain in the State of New York. The Commission has the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the proposed extension of the public domain in the State of New York.

The Commission has the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the proposed extension of the public domain in the State of New York. The Commission has the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the proposed extension of the public domain in the State of New York.

Yours very truly,
Commissioner of the General Land Office

Very truly yours,
Commissioner of the General Land Office

REASONS FOR THE STUDY

The Fifty-eighth General Assembly realized that this state was faced with serious problems in providing higher education programs and facilities for its people. (Higher education is defined here as any form of education offered to post-high-school youth and adults.) The meeting of these problems required the passage of legislation based on the educational needs of the people and tailored to the economic and cultural conditions existing in the state. As one way of developing legislation, the General Assembly directed the Legislative Research Bureau to conduct a two-year study of the resources and needs for higher education in Iowa. To assist it in this project, the Bureau contracted Dr. Raymond Gibson, Professor of Higher Education, Indiana University, to serve as director of the study. Gibson submitted to the Fifty-ninth General Assembly a four-volume report plus a summary report of his findings.

In his summary report, Gibson made thirty recommendations to the legislature and the people of the state. Two of his recommendations dealt with the establishment of regional community colleges "as the best means of relating education beyond high school to the manpower problem in Iowa."

Since Gibson's report to the legislature was at the policy level, there was no accompanying legislation to implement his recommendations. As a result, on his two recommendations concerning the establishment of regional community colleges, the legislature, through House Resolution 6 of the Fifty-ninth General Assembly, directed the Department of Public Instruction to do an additional two-year study. This study was to result in a specific plan with enabling legislation for the establishment of a statewide system of public area community colleges.

SPECIFIC PURPOSES OF THE STUDY

While the Department in preparing a report for the General Assembly has accepted the Gibson Report as the basis from which further study was needed for the development of a statewide system of public area community colleges, the directive of House Resolution 6 has been used to determine the specific purpose, direction, and scope of the study. The explanation accompanying this resolution made it clear that the legislature was interested in having the Department submit a report that was different from the one they had requested of Gibson. It states,

The Gibson Report, authorized by the study committee last session, was not received in full until the middle of this session. It points out the problems but does not specifically give us the answers that we can use and the bills to implement them at this session.

In studying the resolution, the Department concluded that the legislature wanted a definite plan with accompanying legislation, not a set of procedures, which if followed by some agency would result in a plan.

Several other specific sections of House Resolution 6 gave added insight to the Department in the preparation of its report. They are quoted as,

House Resolution directing the department of public instruction to prepare a statewide plan for the development of public area community colleges

. . . public policy governing higher education in Iowa must recognize the educational and vocational aspirations of all persons who will need education beyond the high school;

.

. . . the department of public instruction be directed to study and prepare a plan for a statewide system of public area community colleges, such plan to include all areas of the state and to take into consideration the program now offered by the existing junior colleges of the state.

. . . such recommendations and plan to relate to, but not limited to, the following matters:

1. Criteria for establishment of such colleges;
2. Organization, legal control, supervision and financial support of such colleges;
3. Regional location of such colleges;
4. Functions to be performed by such colleges in offering:
 - a. the first two years of regular college work including preprofessional education,
 - b. vocational and technical education,
 - c. programs for in-service training and retraining of workers,
 - d. guidance and counseling services to assist local students in planning their education and occupational careers, and
 - e. community services;
5. Relationships of such community colleges with other parts of the educational system in the state.

Be It Further Resolved, that as part of such study the department of public instruction shall study the availability of vocational and technical education in Iowa high schools, and from this study recommend to the General Assembly and local school authorities ways and means to provide the necessary vocational and technical training for Iowa youth and adults at this level of education, such study to be concerned primarily with the availability of and plans for vocational and technical education in the fields of trades and industry and business, both at the high-school level and the adult education level.

In reviewing the directive, the study committee has considered the word "area" as the most significant term used in the resolution. The concept of an area supporting public education facilities is new to the educational structure of this state. The closest Iowa has come to such a concept is

in allowing enrollment from an "area" to attend a locally supported and controlled institution. This is evident in our present junior college legal structure as well as in our area programs for vocational and technical education.

In neither of these situations, however, has any allowance been made for such an "enrollment area" to have a voice in the local control and administration of the program or in requiring it to contribute to its financial support. Any differential in providing for the additional costs incurred by such a local district in maintaining programs has been only partially met through the use of state funds.

House Resolution 6 has been interpreted to mean that proposed public area community colleges would obtain their potential enrollment and a portion of their financial support as well as their control from their service area. This would be in keeping with the pattern of development of such community colleges in several other states.

The words "statewide plan" and "to include all areas of the state" have also been significant terms used in the directive. In conducting research on this problem, the Department has found it difficult to envision a statewide plan for a system of public area community colleges encompassing all areas of the state with potential enrollment and support coming from the service area of each without defining and establishing a specific area for each such college. The combination of these individually defined areas would provide the statewide system covering all of the state.

A third important aspect of the resolution centers around providing a higher education system that will meet the educational and vocational aspirations of all persons beyond high school. The consideration of this phase of the directive led the study committee to define the proposed functions of a public area community college and how a statewide system of such institutions would complement the existing public elementary, secondary, and higher education systems of the state. A chart showing the proposed functions and services of an area community college as well as the types or groups of people who could profit by the establishment of such area colleges may be seen on page 4.

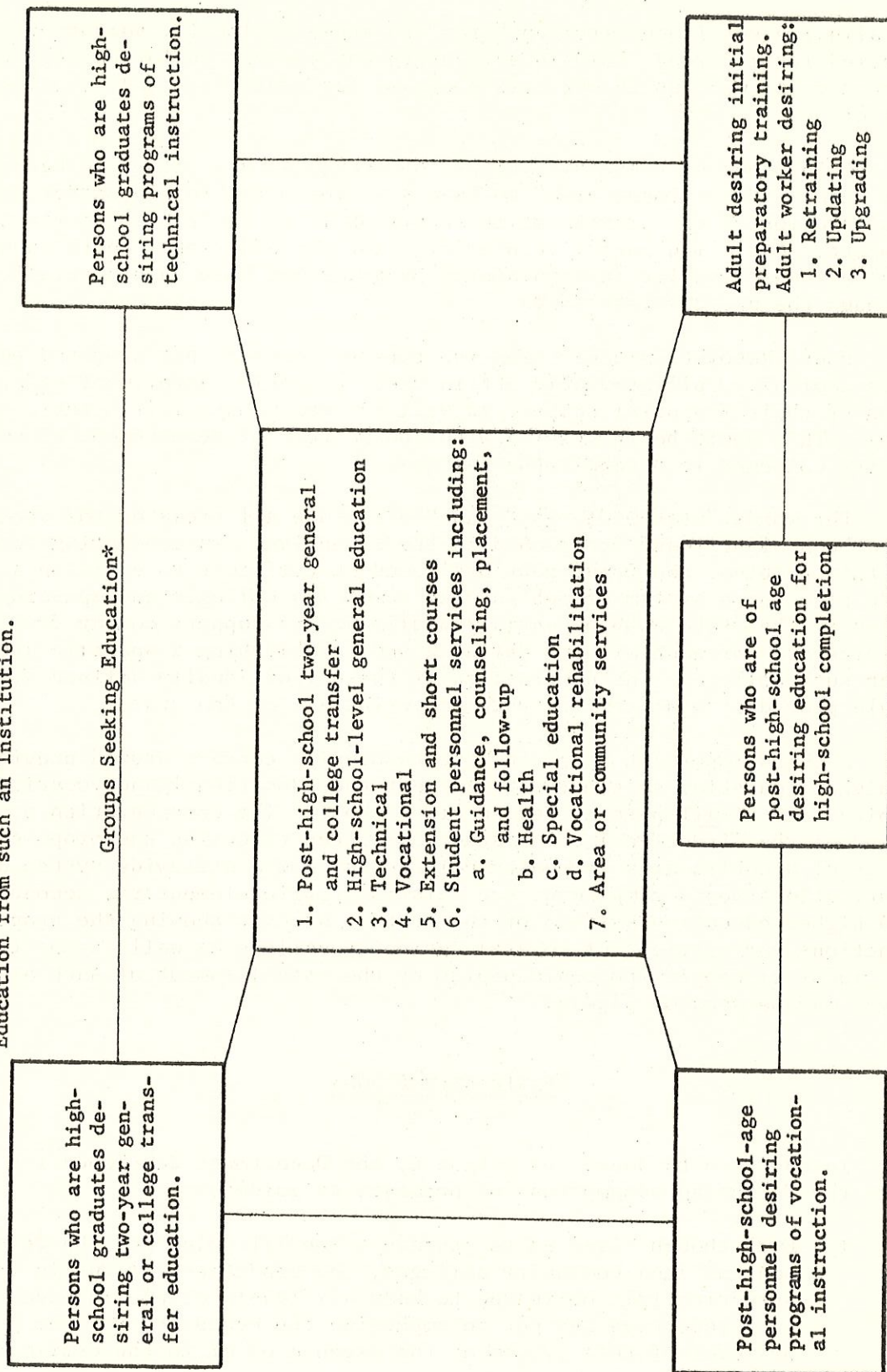
BASIC ASSUMPTIONS

In addition to House Resolution 6, the Department developed its report with the following assumptions or premises as guides:

1. Even though directed to prepare a specific plan for the development of area community colleges, the Department of Public Instruction felt obligated to keep all levels of public education in perspective and not to emphasize the necessity for one phase or level of this system at the expense of or to the detriment of the others.
2. Public area community colleges should be developed in such a manner that they fit into the pattern for the administration of public schools in the state.

PUBLIC AREA COMMUNITY COLLEGE

The Center Rectangle Represents Programs and Services that Could be Performed by a Community College. The Small Outside Rectangles Represent the People that Could Receive Education from such an Institution.



*Special programs could be arranged for selected high-school students with specific abilities and aptitudes.

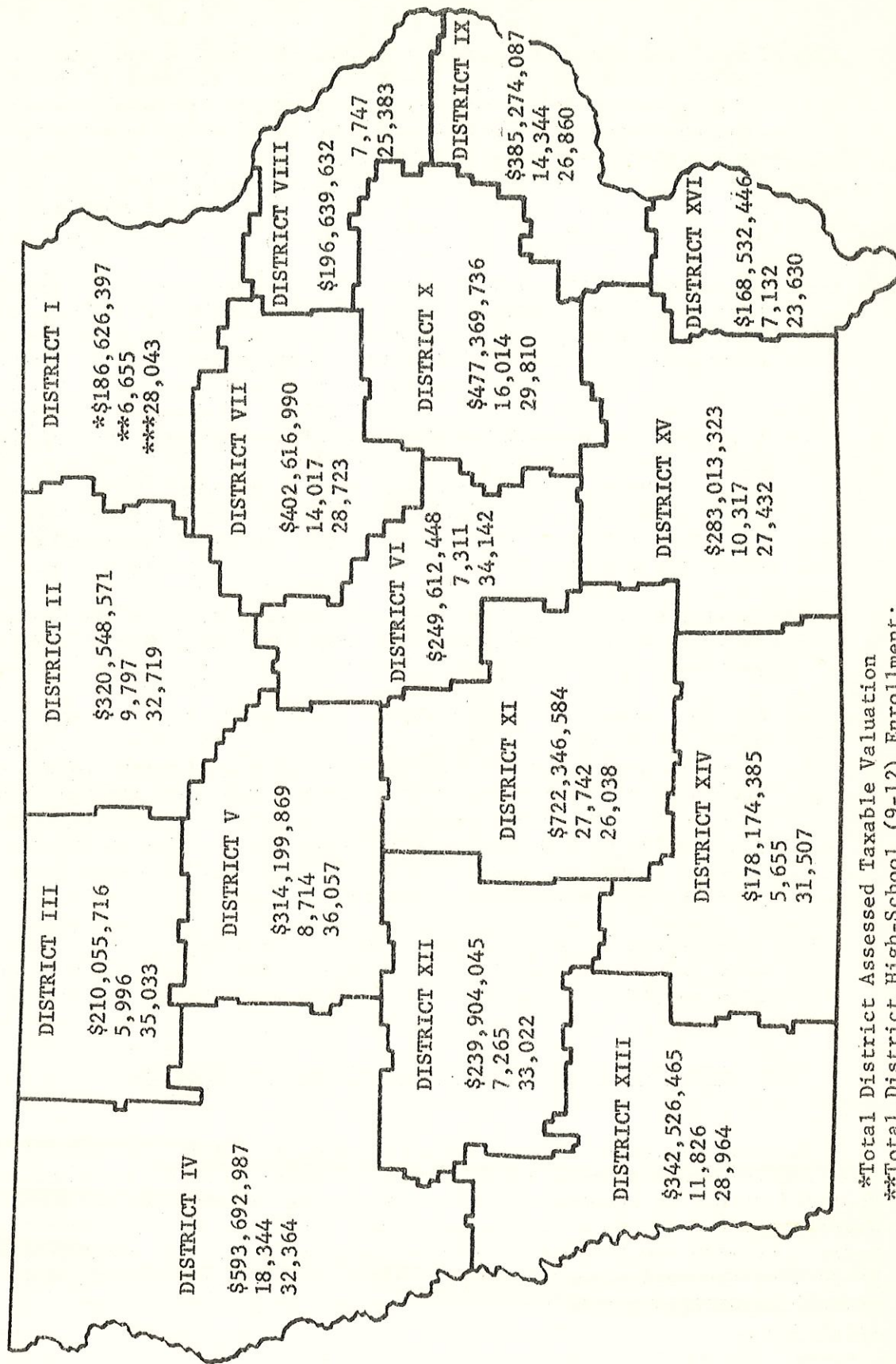
3. The use of the word community rather than junior college in the legislative directive had specific meaning in terms of the type of institution they desired created. While the junior college (college transfer) function was considered to be important, the major intent of the legislature was to expand the offerings of institutions of this type to include also vocational and technical education programs of less than the four-year college level for all post-high-school youth and adults of the state.
4. The existing laws governing the establishment, support, and control of public community or junior colleges severely limit them from developing into the statewide system, or from offering the comprehensive community college program desired by the legislature as indicated by the directive of House Resolution 6.
5. A regional or area education district authorized to establish a public area community college should be of sufficient size to provide the human and financial resources needed for an adequate educational and service program, but each such district should be formed without the creation of any additional legal public education taxing units.
6. Quality education in all areas and especially in occupation-centered curriculums requires a high level of financial support.
7. An area community college should be located within one-hour's driving time of a substantial majority of its students; therefore, it must be recognized that, if this college is to be large enough to offer at an economical cost a broad enough educational program to serve the varied educational needs of the majority of persons in the area district which it serves, the location of the central campus may need to be such that certain students will reside beyond the optimum commuting distance.
8. Iowa's present total secondary education system is not and in only certain limited local situations does it possess the capacity to offer a comprehensive program of vocational education.

GENERAL EXPLANATION OF THE PROPOSED LEGISLATION

As a way of establishing legislation that will meet the demands in Iowa for community college and intermediate services, the Department of Public Instruction recommends the establishment of sixteen area education districts empowered to provide educational leadership and services intermediate between the state and local school districts, and, when authorized by vote of the qualified electors of such districts, to establish and operate public area community colleges. (See map on page 6 outlining the sixteen districts.)

These education districts would replace the present county school system and would serve as the legal framework within which a statewide system

PROPOSED SIXTEEN AREA EDUCATION DISTRICTS



*Total District Assessed Taxable Valuation

**Total District High-School (9-12) Enrollment;

Public, Private, and Parochial

***Average Taxable Valuation Per High-School Student

of public area community colleges could be developed.

This legislation proposes that the State Board of Public Instruction should be designated as the state agency for the orderly development, control, and supervision of all educational programs and services offered by area education districts.

The proposed area education districts would be composed of combinations of complete and/or partial county school systems as they now exist with the provision that modification or adjustment could be made by the State Board as local school district reorganization necessitates, upon the mutual consent of the districts concerned, or upon appeal of a boundary inadequacy to the State Board.

The combination of the sixteen districts would encompass all areas of the state with no local school district being in more than one area education district.

The bill for the creation of area education districts would be legally effective as of July 1, 1963. The State Board of Public Instruction would be responsible for any area adjustments that might occur July 1, 1963, due to normal school district reorganization. This would allow for the division of education districts into voting areas, the election of an area board, the distribution of records and property of the existing county school systems, and for the appointment of an area education district superintendent. All area education districts would become operational in assuming the present function of existing county school systems as of July 1, 1964.

The area education district board would consist of seven members who are qualified electors of the area education district, one member to be elected from each of five election areas by the electors of the respective areas, and two members to be elected at large from the area education district. The election areas of the area education district would be established by county board of education members having area included in the area education district within ninety days after the effective date of this bill.

All members of the first area education district board would be elected at a special school board election on the first Monday in November and would take office fifteen days later. Their terms of office would be divided by lot at the first regular meeting, but subsequently elected members would hold office for six years.

The proposed legislation has been developed on the premise that one function of the area education district board and the area superintendent would be to provide professional leadership and furnish such services arrived at cooperatively by the area district board and local boards of education, which would provide the children and adults of the area district with adequate educational opportunities and which would be provided more economically or effectively than at the local district level. It provides for the establishment of an advisory committee composed of superintendents representing the local school district boards of the area education district to assist in the development of such programs.

The proposed legislation respects the autonomy of the local school districts. The program of educational services is flexible because the ability of local districts to provide services for themselves will vary both within and among individual area education districts. It also provides that an area education district may contract with any or all constituent school districts to furnish specified services mutually agreed upon and may enter into joint agreements with one or more contiguous area districts for the providing of specialized services that can best be done on a cooperative basis.

It further provides that local school districts may receive the services made available by the area education district, contract with the area district or other local districts for specialized services and pay for same, or receive funds in the payment for such services.

An additional function of the area education district board and area superintendent would be to provide public community college education. The development of such colleges would be based on study of the educational needs of the people of the area education district and only initiated after approval of the State Board and favorable vote of the people of the district on the proposition to provide community college programs and facilities.

The bill provides that such educational functions and services would be under the administration of a person designated as community college dean who would be appointed by the area education district board upon recommendation of the area superintendent.

The community college dean, under the provisions of this bill, has the responsibility for the development, organization, and administration of the community college to include: the educational program, the recruitment and recommendation for employment of staff, the development of a community college budget, and the maintenance of the educational standards applicable to the college. While the community college dean is directly charged with these duties, he is administratively responsible to the area superintendent and the area education district board.

This bill provides that within the statewide system (the sixteen area education districts) and as much as possible within each area community college, the following educational opportunities and services would be offered:

1. The first two years of regular college work including preprofessional education
2. Vocational and technical education
3. Programs for in-service training and retraining of workers
4. Programs of high-school completion for students of post-high-school age
5. Student personnel services
6. Community services

Provision is also made for students, who reside in area education districts not offering community college education or in districts with such programs which do not meet their specific needs, to avail themselves of such educational opportunities by attending a community college in another area education district of the state. When this occurs, the "sending" district would reimburse the "receiving" district for the actual per-student costs in educating such a person.

The bill further repeals existing provisions of the Iowa Code relating to the establishment of community or junior colleges requiring that the continued development of new community colleges would be accomplished under the area education district plan for the development of a statewide system of such institutions. Approved community or junior colleges in operation on the effective date of the passage of this proposed legislation could continue their operation as long as the people of their local districts so desired under the existing sections of the Iowa Code governing their control, supervision, and support.

The financing of the intermediate functions of the area education district would be the same as applies to any local school district--a tax levy on the property of the area education district. Such a tax would replace the present county school system tax. The area education district board is also given the authority to levy a tax for buildings and sites when authorized by the electors of the area district.

When a public area community college is operated by an area education district, the financing for capital outlay is to be borne by a tax on the property of the area education district. The operating expenses of the college should be shared by the area district and the state in proportions to be determined by the legislature. The area education district is given the option to assess tuition on the individual student as a means of sharing the costs of local operational expenses. The bill further proposes that the financing of community colleges be incorporated in a foundation program when one is adopted by the legislature.

This bill provides for the establishment of the office of the area education district which would act as an administrative, supervisory, consultative, and operational agency for providing intermediate, administrative, and service functions between the state and local school districts under the direction of the area superintendent and the area education district board of education. This same office, board, and superintendent collectively are designated as the administrative agency for providing public area community college education under the direction of a community college dean. It also provides for the appointment, promotion, demotion, and determination of duties of intermediate and community college personnel and the procedure under which they may be discharged. It further provides that the appointed treasurer, the executive officer (acting as secretary), and the area education district board of education shall in the handling of funds be governed, insofar as applicable, by the provisions of the law pertaining to local boards, secretaries, and treasurers.

RECOMMENDATIONS REGARDING WAYS AND MEANS TO
PROVIDE VOCATIONAL AND TECHNICAL EDUCATION AT THE
HIGH-SCHOOL LEVEL OF EDUCATION FOR IOWA YOUTH AND ADULTS

The legislative directive initiating this study by the Department in essence contained two separate but yet related problems. One was to propose the legal framework for the establishment of a statewide system of comprehensive community colleges. The second involved recommending to the legislature and local school authorities ways and means of providing, for both the youth and adults of Iowa, high-school-level vocational and technical education.

The first part of this report summarized the proposals for providing community college education. The following three general recommendations concern how Iowa can meet the problem of making high-school-level vocational education available.

1. Iowa should move forward with school district reorganization with all possible speed in order to allow all pupils to attend a comprehensive high school. The comprehensive high school should offer programs to meet the needs of most of the pupils living in the districts. However, some programs will not be economically or numerically justified even in all comprehensive high schools. For example, certain important programs will enroll relatively few individuals, and thus, if operated on the local level, would prove to be prohibitively expensive. These programs should be offered in an area school.
2. Those programs in vocational education that cannot be provided in the comprehensive high school because of a lack of human and financial resources, should be placed in the proposed sixteen area community colleges. This would mean that high-school-level work in agriculture, business, distributive, homemaking, and industrial arts would--in most cases--be offered in the local comprehensive high school. Since trade and industrial education requires a much larger population and greater financial resources, these courses would be offered in the area community college, unless the local high school had sufficient pupils and financial resources to offer the work. Adult vocational education courses would also be offered in the area community college, unless local school districts had the human and financial resources to offer them locally.
3. During the interim while comprehensive high schools and public area community colleges are being developed, the establishment and operation of area schools as now provided by the National Defense Education Act, Title VIII, and Senate File 470, Fifty-ninth General Assembly, should be continued.

STATE LIBRARY OF IOWA



3 1723 02121 7336